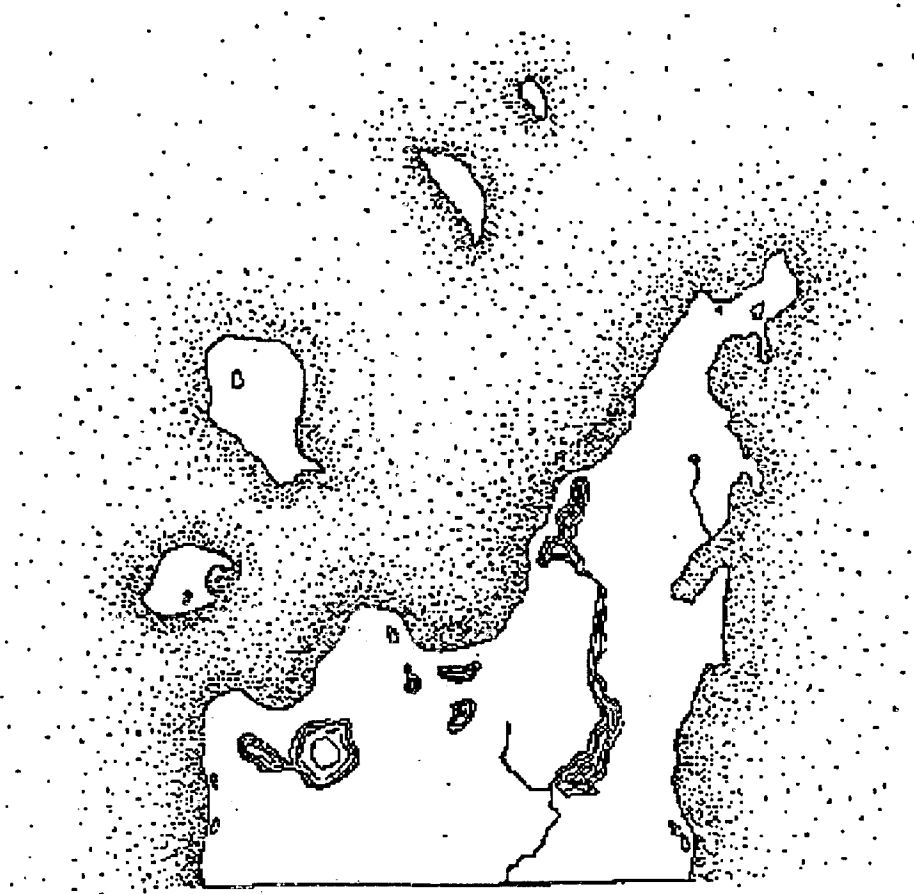


**FINAL RECOMMENDATIONS
OF THE
LEELANAU COUNTY
GROWTH MANAGEMENT PLAN
CITIZEN ADVISORY COMMITTEE**

Growth Management Plan Working Paper #4



**Prepared by the
Leelanau County Planning Department**

**Second Edition
April 1, 1991**



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FINAL RECOMMENDATIONS OF THE LEELANAU COUNTY GROWTH MANAGEMENT PLAN CITIZEN ADVISORY COMMITTEE

GROWTH MANAGEMENT PLAN
WORKING PAPER NUMBER FOUR

SECOND EDITION - APRIL 1, 1991

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ACKNOWLEDGEMENT

Leelanau County wishes to acknowledge the work of the Intergovernmental Growth Management Consortium, a group of five (5) Oakland County, Michigan communities that have joined together in an effort to identify ways in which to better manage growth. These communities include:

- * West Bloomfield Township
- * Waterford Township
- * Rochester Hills
- * Oakland Township, and
- * Independence Township

The pioneering efforts of these five (5) communities, initiated in 1988, has provided Leelanau County with both sound technical guidance for its project and a strong motivating force in the County's pursuit of a rational growth management program.

Chapter One

INTRODUCTION

This document is the fourth of a series of working papers prepared for Leelanau County as part of the process to update/revise the Leelanau County Comprehensive Development Plan. Working Paper Number Four summarizes and provides an analysis of a series of ten (10) recommendations of the Leelanau County Growth Management Plan Citizen Advisory Committee. The adoption of this working paper marks the end of Phase I of this planning project. The guiding objective of Phase I of the update/revision process is the identification of what has been termed the "best choice growth management approach" for Leelanau County.

This working paper is intended to provide a partial basis for discussion by the Leelanau County Planning Commission and the Leelanau County Board of Commissioners as they investigate, discuss and deliberate upon growth management issues in Leelanau County.

In Phase I the county aspired to develop the "best choice growth management process".

The recommendations of the Citizen Advisory Committee (CAC) can best be understood when placed in the perspective of the overall comprehensive plan update project. In Phase I the county aspired to develop the "best choice growth management process". The methodology which was used to achieve definition of the "best choice process" consisted of three (3) major efforts. These efforts included citizen participation, identification of state-of-the-art planning/growth management technologies, and review of statutory/constitutional framework for growth management in the State of Michigan.

Major Efforts of Phase I

Public Participation

The first major effort in Phase I involved an intense initiative in the area of citizen participation. The citizen participation process endeavored to identify a broad

spectrum of thoughts, opinions, aspirations and fears of Leelanau County citizens pertaining to the development process. Citizen participation was solicited through three (3) primary vehicles:

1) Citizen Advisory Committee - a special advisory committee to the Planning Commission / County Board comprised of more than 30 citizens broadly representative of the geographic and functional interest of the county. Any other citizens with an interest were also permitted to attend all CAC meetings and a core group of about 65 attended nearly every meeting.

2) Growth Management Forums - a series of twelve (12) public meetings which involved systematic querying of identifiable interest groups in the county (See Working Paper Number 1). Over 265 people participated in the Forums.

The citizen participation process endeavored to identify a broad spectrum of thoughts, opinions, aspirations and fears of Leelanau County citizens pertaining to the development process.

3) Public Opinion Survey - an independently conducted, scientific, random sample survey of county citizens on a broad spectrum of development issues, problems and opportunities (See Working Paper Number 2). A corollary public opinion survey of local elected officials and appointed planning officials was conducted as part of the public opinion survey process (See Working Paper Number 3). Key observations from these surveys included:

a. Of the actions deemed "most important" for Leelanau County to take, a coordinated planning effort between county, township, and village governments was strongly indicated by citizens and local officials alike.

b. County citizens indicated a fairly high level of dissatisfaction regarding the enforcement of local zon-

ing ordinances, while local officials expressed great satisfaction with same.

c. Citizens and local officials favor controlled growth that will not result in damage to the environment.

d. The capacity of roads in Leelanau County for handling traffic, the availability of affordable housing, and the type and number of year-round jobs available were listed among elements citizens and local officials were most dissatisfied with.

e. Though current regulations would allow the County's population to swell to over 315,000, the majority of citizens and local officials would prefer to restrict the population of the County to less than 50,000 residents.

Of the actions deemed "most important" for Leelanau County to take, a coordinated planning effort between county, township, and village governments was strongly indicated by citizens and local officials alike.

Identification of State-of-the-Art Growth Management Techniques

The second major effort in Phase I was identification of the state-of-the-art of local government planning/growth management techniques. This aspect of Phase I involved research by county staff members into successful/repliable planning/growth management efforts from around the state and nation. Principally, this task was accomplished by working with the American Planning Association (APA) and the Michigan Society of Planning Officials (MSPO). Significant participation and input was obtained from the Planning and Zoning Center, Inc. of Lansing. The effort also consisted of interactions between county staff and the CAC with suitably qualified technical advisors. The primary "outside expert" consulted throughout this project was Mark A. Wyckoff, AICP, President of the Planning and Zoning Center, Inc. and publisher of Planning and Zoning News. Mark is well respected throughout Michigan and the nation as a serious, capable and innovative practitioner of successful growth management at the local level. Mark has

provided technical assistance to the overall project and specifically interacted with County staff and the CAC on the topic of state-of-the-art planning in Michigan.

Review of the Statutory and Constitutional Framework

A third major effort in Phase I consisted of a thorough review of the statutory and constitutional framework for growth management in the state of Michigan. The end product of this effort is an identification for the CAC, the Leelanau County Planning Commission, and the Board of Commissioners of the opportunities and limitations of the various laws concerning growth management in the State of Michigan. In effect, this effort was an inventory of the growth management techniques and measures legally available to the county and local governments in Leelanau County. Principle advisors in this process were Gerald A. Fisher and Mark A. Wyckoff. Mr. Fisher is an attorney with the firm Kohl, Secrest, Wardle, Lynch, Clark and Hampton of Farmington Hills and has an active practice in growth management issues. He and Mr. Wyckoff are currently working with a coalition of local governments in Oakland County, the Intergovernmental Growth Management Consortium, who are intent upon developing a workable approach to growth management in that rapidly growing county. Their effort with the Consortium has resulted in some specific proposals for legislative reform in the State of Michigan. (See Existing Growth Management Techniques and Proposed Legislation for Michigan, May, 1990).

In the end, when the three (3) major efforts described above were concluded and the results compiled and analyzed, the CAC was asked to formulate findings and recommendations to the Planning Commission and the Board of Commissioners for the "best choice growth management process" for Leelanau County.

Implicit in the charge to the CAC to develop a best choice growth management approach is that such an approach be, in the first instance, an intergovernmental approach. This conclusion is drawn in recognition of the fact that, at present, there are sixteen (16) units of government engaged in growth management activities (i.e. planning, zoning regulations, etc.) in Leelanau County. The governmental units include eleven (11) townships, three (3) villages, one (1) city and one (1) county. An

axiom of the comprehensive plan update/revision process is that a comprehensive, integrated and consistent approach supported by the County and all local governments within the county, each with well defined roles and responsibilities, is the optimum approach to effective growth management.

The Go/No Go Decision

At the end of Phase I, the work program adopted by the Planning Commission and Board of Commissioners called for a "Go / No Go" decision. This was really a decision as to the feasibility of implementation of an overall inter-governmental approach to growth management as opposed to a more traditional, separate County government approach.

An axiom of the comprehensive plan update/revision process is that a comprehensive, integrated and consistent approach supported by the County and all local governments within the county, each with well defined roles and responsibilities, is the optimum approach to effective growth management.

Chapter Two

EXECUTIVE SUMMARY

In June, 1989 Leelanau County officially began a project ultimately designed to revise its outdated Comprehensive Development Plan. County officials agree the Plan currently in effect, adopted in 1975, does not provide adequate guidance for today's decisions. During the past several years development-related controversies have flared in virtually all areas of the County. County officials and an increasing number of permanent and seasonal residents believe those controversies are due, in part, to the lack of an overall "plan" or system for dealing with the management of the growth that is occurring. The County's popularity and desirable location are contributing to the problem. Increasing population and inadequately directed growth have great potential to exert significant pressure on the "quality of life" which has historically been Leelanau County's hallmark.

When considering this essential planning project, County leaders saw an opportunity to approach comprehensive planning in a unique way. The traditional approach to community planning assumes an internal effort by the responsible governing agency. Generally speaking, this approach often means less risk, less chance for criticism and opposition from administrators or elected officials. As stated in the text Taking Charge: How Communities are Planning their Futures, the newer, more open approaches (such as that being undertaken in Leelanau County) bring to the planning effort the combined resources of the community - both public and private. These strategies require new management approaches and techniques. Progress is made by consensus rather than by directive. Those involved in managing the project master new methods of leadership, taking risks by giving up some traditional control but increasing the likelihood of positive community support and benefit.

Those involved in managing the project master new methods of leadership, taking risks by giving up some traditional control but increasing the likelihood of positive community support and benefit.

Ideally, this technique would involve all of the local units of government in the County in a consistent, integrated approach to growth management. The best way to accomplish this goal is to involve as many County citizens as possible in the actual thinking process.

Involving people in the planning process means acknowledging that everyone has something of value to contribute. This system seeks to avoid setting up citizens, developers, environmentalists, or local governments as "the enemy". Recognition of this fundamental can change the dynamics of growth management from "us against them" to "we're all in this together".

Involving people in the planning process means acknowledging that everyone has something of value to contribute. This system seeks to avoid setting up citizens, developers, environmentalists, or local governments as "the enemy". Recognition of this fundamental can change the dynamics of growth management from "us against them" to "we're all in this together".

Those involved in planning realize a successful community planning program does not simply "happen". Project supporters must develop an understanding of growth policies as they currently exist. They must also be willing to communicate their concerns and ideas, work with anyone else officially or unofficially associated with the plan, and be willing to develop an understanding with fellow citizens regarding issues of conflict.

The Citizen Advisory Committee was the focus of an intense nine (9) month exercise that took into account the basic principals discussed above. The Committee was introduced to a number of new growth management techniques, exposed to extensive data regarding the current state of planning in Leelanau County, and subjected to an immense body of public opinions regarding the future

The Final Recommendations of the Citizen Advisory Committee

The final recommendations of the CAC are as follows:

1. Forward Working Paper Number 4 to all elected and appointed planning officials in Leelanau County.
2. Begin work on a unified physical County comprehensive land use plan based on the characteristics of a policies plan, strategic plan and growth management plan.
3. Promote growth management in the County in terms of the County as a geographic unit, not simply as a governmental unit.
4. Invite, encourage and promote participation of county, township and village officials in the county-wide growth management planning process.
5. Suggest townships and villages who are creating or updating their individual master/comprehensive plans work with the county planning department to mesh such plans with the county-wide growth management planning project as it progresses.
6. Immediately establish the Leelanau Quality Growth Alliance (LQGA).
7. Through the annual budget processes, encourage county, township and village officials to publicly commit additional resources to the program, and seek where possible and relevant, outside funding assistance.
8. Aggressively support the efforts of the Intergovernmental Growth Management Consortium in its efforts to pass new legislation to allow use of many growth management tools not presently available to Michigan communities.
9. Begin work that can be undertaken simultaneously with the work of the Leelanau Quality Growth Alliance.
10. Continue general public education efforts.

Each of these recommendations is detailed in the "Action Recommendations" chapter of this working paper.

of Leelanau County. The analysis and recommendations that follow are the subject of Working Paper Number Four.

Participation in this process to date has been exceptional. Nearly 1200 individuals have chosen to partake in this unique process with many individuals choosing to attend more than one event. The CAC has spent many hours as a group deliberating on the facts and opinions related to the critically important growth management issues facing Leelanau County communities. It has been estimated that the group directly spent more than 1400 person hours in a "think tank" mode during the first nine (9) months of the project. This does not include the many hours invested in meeting with various community groups and in face-to-face discussions with concerned fellow citizens. Thus, the CAC's Phase I recommendations are the product of a great deal of reflection, analysis and dialogue. These recommendations are deserving of very careful review and consideration by all individuals concerned about the future of Leelanau County.

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Chapter Three

PLANNING OPTIONS

Traditional Planning Efforts - The "Usual Approach"

Since the turn of the century many communities nationwide, and certainly across Michigan, have been motivated to undertake substantive planning efforts. Planning authority in Michigan was first given to municipal governments in 1931. Act 285, P.A. 1931 allowed cities and villages to create "master plans" for their jurisdictions. In 1945, Acts 281 and 282 were signed into law granting regions and counties planning authority (these replaced planning statutes passed in the 1930's). Act 281, the Regional Planning Act, called for the creation of "master plans" while Act 282, the County Planning Act, suggested creation of "development plans". Finally, in 1959, Act 168 was passed permitting townships to create "basic plans". Except for townships operating under P.A. 168, the current legislation does not require local government agencies to prepare plans, however many have chosen to undertake planning programs in order to provide the legal foundation for zoning regulations, or to qualify for various state or federal grant programs.

Except for townships operating under P.A. 168, the current legislation does not require local government agencies to prepare plans, however many have chosen to undertake planning programs in order to provide the legal foundation for zoning regulations, or to qualify for various state or federal grant programs.

Coupled with the availability of federal funds for planning in the 1960's and 70's, Michigan's planning enabling legislation led to development of a method referred to here as the "usual approach" to planning in Michigan. This so-called "usual approach" involves preparation of a traditional, comprehensive plan. After adoption of the plan, regulatory programs such as zoning, subdivision controls, etc. are created and/or revised to reflect the

goals and objectives of the plan. Remedial programs thought to implement elements of the plan are also initiated after plan adoption.

Common Problems Associated with the "Usual Approach"

This "usual approach", as experienced by Leelanau County and many other Michigan communities, has some serious problems associated with it. Among the more notable problems are the following:

1. Lack of Internal Consistency

Many of the comprehensive plans based on the "usual approach" lack internal consistency. Individual chapters may be found to promote conflicting policies, causing confusion and frustration when attempting to implement the plan.

2. Inadequate Administration

Regulatory programs adopted to implement the plan tend to be administered inadequately and inconsistently. Turnover in appointed personnel and elected officials commonly leads to a different outlook regarding interpretation of regulatory controls. Lack of education also plays a role in faulty regulatory interpretations. In the end, these administration flaws generally result in an untrusting citizenry.

3. Lack of Interjurisdictional Coordination

A general lack of interjurisdictional coordination is a major problem with the "usual approach" to planning. This lack of cooperation will often result in local governmental units assuming adversarial roles, competing with one another on issues of importance. As a consequence, duplication of services and unwise financial decisions may be made.

4. Lack of a "Big Picture" View

Many local governments see the world as ending at their jurisdictional borders, a practice that suppresses a "big picture" view of growth. As promoted by the "usual approach" to planning, communities are inclined to develop in piecemeal or fragmented fashion as opposed to promoting unified development within a region.

5. Lack of Maintenance of Plan and Regulations after Adoption

Following adoption of the comprehensive plan, the "usual approach" typically fizzles into a relaxed approach to planning. Since the plan is thought to be finished, work on the plan ceases. Local officials are lulled into a false sense of security based on the notion of a "finished" plan. A direct outcome of this thinking is an outdated plan and obsolete implementation tools. Citizen support for the plan and its policies erodes quickly. Eventually, as community tolerance wears thin, the planning process is thought to be stagnant. The plan and many of its policies may be discarded as an exercise in futility. Citizens are left wondering what land use controls are in place and feel helpless in attempting to influence new development.

As promoted by the "usual approach" to planning, communities are inclined to develop in piecemeal or fragmented fashion as opposed to promoting unified development within a region.

6. Disproportionate influence of New Jobs and Tax Base on Future Decisions

Potential new jobs and increased municipal tax base often bear disproportionate influence on future decisions. Local officials will often vote in favor of the immediate, short term benefit of a proposed development without studying long term impacts on their communities. Such decisions should be made in light of long-term planning considerations -- but rarely are.

7. Lack of Widespread Support for a Common Vision and the Fortitude Required for Implementation.

Many of the "usual approach" plans lack widespread support for a shared vision of the future, leaving community leaders to "fend for themselves" in controversial situations. This is because most such plans were prepared by a small group of people who left the planning commission once the plan was adopted. Where citizen opinions have been gathered, officials may be reluctant to implement a shared vision fearing legal action, voter retaliation, etc.

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Other Types of Plans

In its nine (9) months of deliberation, members of the CAC were exposed to educational presentations describing alternative approaches to planning. The traditional or "usual approach" to planning, illustrated in the previous section, was discussed. Newer, more effective approaches were also explored, including the following:

The Policies Plan

The policies plan is the end product of a process of selecting from alternative courses of action to arrive at a choice consistent with a set of defined goals and objectives. Policies plans differ from traditional comprehensive or master plans in that they are often "mapless".

Policy development is an essential element of the process of deciding which course of action to follow. It involves analyzing the potential impact of alternative policies and obtaining input from a broad range of public officials, community groups and citizens. Because the selection of one policy over another is often controver-

sial, it is extremely important that during the development phase an attempt is made to secure a broad-based consensus for the preferred policy.

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The resulting policy statements in this type of plan describe the general philosophy that motivated a particular course of action or that guided or will guide decision making.¹

The Growth Management Plan

Growth management refers to the systematic attempt by a community to guide the type, rate, location, timing and often the quality and character of land (re)development for the purpose of achieving carefully considered public objectives.

A growth management program is undertaken by the integration of various land use planning and development controls with the provision of capital improvements and other public services. Various public incentive, taxation and investment tools are also commonly used. Communities engaged in growth management try to guide and coordinate growth, rather than merely react to it. Effective growth management programs are typically comprehensive in scope (similar to comprehensive planning), but are also highly targeted in their implementation (like strategic planning).²

Growth management refers to the systematic attempt by a community to guide the type, rate, location, timing and often the quality and character of land (re)development for the purpose of achieving carefully considered public objectives.

The Strategic Plan

Strategic planning is a disciplined effort to produce fundamental decisions and actions that shape and guide what an organization is, what it does, and why it does it. Strategic planning is designed to help leaders and decision makers to think and act strategically. The best examples of strategic planning - as is true of any good planning - demonstrate effective, focused information gathering; extensive communication among and participation by key decision makers and opinion leaders; the accommodation of divergent interests and values; the development and analysis of alternatives; an emphasis on future implications of present decisions and actions; focused, reasonably analytic, and orderly decision making; and successful implementation.³

Strategic planning is a disciplined effort to produce fundamental decisions and actions that shape and guide what an organization is, what it does, and why it does it.

Strategic plans tend to be more short-term than long-term. Like the policy plan, they are generally action oriented. Strategic planning is widely used by local governments in association with economic development programs.

The Composite Plan

Some counties in Michigan operate with composite plans. This type of plan is characterized by the gathering of all local plans into a single document. Essentially, the plan "borrows" all municipal plans for its main substance. This approach allows better opportunity for overall coordination, but rarely produces recommendations which synthesize the numerous individual plans into a unified, county-wide "vision of the future". This is because the sum of the individual community plans rarely add up to a workable whole. Border conflicts are common, interjurisdictional coordination of major road and utility networks is rare, and timing considerations are ig-

nored. The "big picture" county-wide view is nearly always absent in composite plans.

Some counties in Michigan operate with composite plans. This type of plan is characterized by the gathering of all local plans into a single document. Essentially, the plan "borrows" all municipal plans for its main substance.

The Situation in Leelanau County

Leelanau County's approach to managing its growth has been consistent with the "usual approach". Ten (10) of the County's fourteen (14) municipalities as well as county government itself have developed traditional comprehensive and master plans. Many of the problems identified in the preceding section are apparent in these plans.

It is important to note that it is generally accepted in the planning profession that a plan should be thoroughly reviewed and updated at least once each five years. As a result, one may question how satisfactorily each of the Leelanau plans address contemporary issues. With the exception of those plans adopted since 1988, none of the plans have received wholesale evaluation by their respective units of government in the past five (5) years.

It is important to note that it is generally accepted in the planning profession that a plan should be thoroughly reviewed and updated at least once each five years. As a result, one may question how satisfactorily each of the Leelanau plans address contemporary issues.

Current Comprehensive/Master Plan Effective Dates

<u>Adoption Date</u>	<u>Governmental Unit</u>
1975	Leelanau County
1976	Elmwood Township
1979	Centerville Township
1980	Leland Township
1985	Cleveland Township
	Bingham Township
1988	Glen Arbor Township
	Village of Northport
	Village of Suttons Bay
1990	Leelanau Township
	Village of Empire

SOURCE: County Planning Department Files

Certainly if one questions the dated nature of the plans presented above, regulations adopted to implement the plan must also be taken to task. Unfortunately, Michigan laws relating to zoning were adopted prior to the laws relating to planning. As a consequence, most communities developed zoning ordinances before considering any type of plan. Leelanau County is no exception to this claim as is evidenced by the adoption dates of "current" zoning ordinances.

Even among jurisdictions with recently adopted plans, it is arguable whether or not zoning decisions are consistent with a corresponding plan. Local government is frequently criticized for making decisions based on "who's asking" rather than the merits of the request. Further, since the legislative body is not required by state law to approve a plan, it may not even be aware of plan provisions or, in a few cases, even aware that such a plan exists.

When evaluating a local plan's ability to adequately manage future growth, recent history must be investigated. During the past several years development-related controversies have flared in virtually all areas of Leelanau County. Government officials and an increasing number of year-round and seasonal residents believe these controversies are due, in part, to the lack of a current overall "plan" or system for the management of growth that is occurring.

One major component of a successful planning program has been consistently missing from plans adopted in Leelanau County. A "shared, common vision" of how the County should develop has not been established. As is true of most "usual approach" plans, community planning efforts in Leelanau County have assumed an internal effort by the responsible governing agency. Generally speaking, this approach meant less risk, less chance for criticism and opposition from administrators or elected officials. Planning efforts did not include major public participation components and thus failed to achieve this shared vision.

One major component of a successful planning program has been consistently missing from plans adopted in Leelanau County. A "shared, common vision" of how the County should develop has not been established. As is true of most "usual approach" plans, community planning efforts in Leelanau County have assumed an internal effort by the responsible governing agency.

Leelanau County Zoning Ordinance Effective Dates

<u>Adoption Date</u>	<u>Governmental Unit</u>
6/12/62	Empire Township
5/25/69	Elmwood Township
6/20/69	Leelanau County
5/1/73	Leelanau Township
10/15/73	Cleveland Township
7/1/74	Village of Suttons Bay
10/22/75	Glen Arbor Township
10/13/76	Centerville Township
11/7/77	Kasson Township
2/8/78	Bingham Township
1/14/80	Leland Township
8/18/83	Solon Township
11/15/85	Village of Empire
1/31/88	Village of Northport

SOURCE: County Planning Department Files

NOTE: In order to address some contemporary issues, most of the above ordinances have been amended since their original adoption dates.

Chapter Four

THE ROLE OF COUNTY GOVERNMENT IN FUTURE PLANNING

There is general agreement among County residents and local government officials that villages, townships, and the county should prepare coordinated development plans and regulations. Regional and state government are thought to be "too distant" from the grass roots to be effective growth management agencies. Still, the question of what role county government should play in the planning effort remains.

Among those appointed to the CAC, there is general agreement that county government should play a central role in planning for the future. As a proponent of sound planning, County government acting as a coordinator of planning efforts should help facilitate a cooperative effort among the other fifteen (15) municipalities. With available staff, county government should assume the role of analyst and technical advisor on growth-related issues, again promoting coordination among governmental units. Where necessary, county government should also act as the initiator of necessary plans and development regulations. County government should also act as the central data base for information related to the planning process, including Geographic Information System (GIS) data, technical resource data, and general information.

As a proponent of sound planning, County government acting as a coordinator of planning efforts should help facilitate a cooperative effort among the other fifteen (15) municipalities.

Due to the complexities of a functional, state-of-the-art planning program, it will be necessary for county government to serve in the position of both planner and regulator (where local governments can't or are unwilling to take on the task). Assistance in these areas must be available to the local municipalities to assure continuity

of growth management. The municipalities must be confident in the technical ability of the County staff and must be willing participants in the overall planning effort.

Due to the complexities of a functional, state-of-the-art planning program, it will be necessary for county government to serve in the position of both planner and regulator (where local governments can't or are unwilling to take on the task).

Characteristics of the Final Plan

There is unanimous consensus among CAC participants that the plan must not be characteristic of the traditional or "usual approach" to comprehensive planning. To "do nothing" in the way of planning has also been eliminated as an alternative. It is the consensus of the CAC that the plan prepared as a result of Phase I should combine the characteristics of a strategic plan, policies plan and growth management plan.

Scope of the New Plan

The new Leelanau County plan must be both geographically and functionally comprehensive. That is to say the plan must not only consider the entire physical County, but must also contemplate the roles of all participants or stakeholders in the development of the County - both public and private. Along those same lines, the plan must be "interjurisdictional" in scope. All local units of government must be active participants if the plan is to succeed.

There is unanimous consensus among CAC participants that the plan must not be characteristic of the traditional or "usual approach" to comprehensive planning.

Public Participation in the Planning Process

Broad public participation is key to achievement of a meaningful county-wide growth management policy. By discovering and building on the community's shared vision of the county's future, the final plan will not be restricted to the form of a written plan. County citizens will internalize many of the concepts of the plan as their thoughts and ideas will be the base upon which the plan is built. As primary developer and user of the plan, the public itself accepts ownership of the document. Once successful in these areas, local officials will realize the public's support for the plan and will respond with a strong commitment to implementation.

Broad public participation is key to achievement of a meaningful county-wide growth management policy. By discovering and building on the community's shared vision of the county's future, the final plan will not be restricted to the form of a written plan.

Components of the Plan

Several components have been identified for inclusion in the plan. Environmental protection, economic development, solid waste management, transportation, public facilities, a capital improvements program and parks and recreation all demand direct attention in the final product. It is recognized that the DNR-approved 1989 Leelanau County Solid Waste Management Plan is already in place and, for all practical purposes, will serve as the solid waste management component of the plan. The existence of the Solid Waste Management Board and Economic Development Commission should accelerate

efforts in those areas. Other ongoing projects including the Traverse City Area Land Use and Transportation Study (TC-TALUS) and the various watershed / water quality studies should be coordinated with this planning project.

Delineation of growth and avoidance areas will be an important consideration of the Plan, as will agricultural preservation, shorelands protection, and affordable housing. Definition of growth boundaries/service limits and a goals, objectives, and policies component will aid in managing the county's growth. A future land use map and corridor component will also be included in the plan.

Legislative Efforts

While preparation of the growth management program outlined above would represent a significant change and major improvement over traditional stand alone approaches, it is unlikely Leelanau County will be able to achieve all that is needed without new legislation. As a result, a concurrent effort must be pursued to support the passage of new legislation. In particular, the Intergovernmental Growth Management Consortium has identified the need for new legislation in the following areas:

- * Transfer of Development Rights
- * Purchase of Development Rights
- * Urban and General Service Districts
- * Concurrency of Services and Facilities with Development
- * Official Maps
- * Regional Impact Coordination
- * Development Agreements
- * Changes in the Special Assessment Definition of "Special Benefit"
- * Impact Fees

...a concurrent effort must be pursued to support the passage of new legislation.

Role of Township and Village Government

In considering future development alternatives, Leelanau County is found to have many options and choices before it. Unlike many urbanized communities, local

officials are not in the position of having to "undo" a great deal of development that has already occurred or live with extensive marginally-planned growth. Yet this scenario, as repeated in many sections of the State, will become reality if direct action is not taken.

Unlike many urbanized communities, local officials are not in the position of having to "undo" a great deal of development that has already occurred or live with extensive marginally-planned growth.

The importance of Township and Village government involvement in the planning process can not be overstated. To assure the success of the proposed plan in Leelanau County, all units of government must work toward a "common vision" of the future. Local officials must become more involved in the process now in order to assure overall continuity.

The importance of Township and Village government involvement in the planning process can not be overstated. To assure the success of the proposed plan in Leelanau County, all units of government must work toward a "common vision" of the future.

Options for Involving Municipal Officials

Gaining the involvement of municipal officials in the planning program is, at best, a difficult task. Elected and appointed officials alike are seen as very busy individuals not only in addressing their official duties, but with full time jobs and families as well. Yet, the involvement of local officials is a critical component to the eventual success of the plan. Therefore, whatever means are exercised to involve local officials must be well organized, to the point and meaningful at the moment of presentation.

Before "fixing" existing county growth management policies, local governments have to acknowledge the shortcomings of the status quo and reach a consensus on a proper course of action. For this to happen, presentations similar to those made to the CAC will have to be made to combined sessions of local planning and legislative bodies. Evidence indicating the economic feasibility and desirability of a joint county/township/village planning effort should be emphasized. Examples of this include:

- * Resource sharing
- * Data base sharing
- * Non-duplication of effort
- * Reduced overall cost to participants
- * Unified development ordinances county-wide

Preceding any presentation, local officials should be sent by direct mail a copy of the final recommendations of the CAC. This will encourage officials to become familiar with the program before they are asked to make a commitment. Initial contact and presentations could be made to the Leelanau County Chapter of the Michigan Townships Association, again offering officials the opportunity to become familiar with the suggestions of the CAC.

Before "fixing" existing county growth management policies, local governments have to acknowledge the shortcomings of the status quo and reach a consensus on a proper course of action.

The County must also insure that all infrastructure and services provided at the County level be unified in achievement of a county-wide growth management program.

Role of County Government

In order for the local municipalities to take this planning project seriously, the County Board of Commissioners will have to continue in its leadership role. The current County Board is recognized as having committed more

resources to planning than its predecessors, but much work lies ahead. The county commitment will reassure local municipalities of the stability of the project, thus enhancing chances of their participation - both physically and financially.

In order for the local municipalities to take this planning project seriously, the County Board of Commissioners will have to continue in its leadership role.

Regional Participation

The relationship of the plan to local governments within the boundaries of Leelanau County has been widely discussed. The plan's relationship to neighboring counties, townships and Traverse City, however, is equally important. Leelanau County's effort must be coordinated as much as is practical with out-of-county officials. Not only do many elements transcend township and village boundaries, they also overcome county boundaries. In this way, the plan will take into consideration the "big picture" view of recommended actions and reactions to Leelanau policies.

Leelanau County's effort must be coordinated as much as is practical with out-of-county officials.

Initiating the Suggested Planning Process

The only logical groups poised to initiate the growth management program described herein are the Citizen Advisory Committee and/or the County Planning Commission. Due to the already heavy workload of the planning commission and with the advantage of continuity in allowing the advisory committee to continue its work, the CAC is actually in a better position to spearhead the project. In the interest of broad participation, and despite its existing size, it is recognized that the CAC membership is not an exhaustive assembly of interested

individuals. Furthermore, the charter of the CAC calls for the group's disbanding upon adoption of this document.

The above points notwithstanding, it is the recommendation of the CAC that its membership provide the base for a new group, the Leelanau Quality Growth Alliance (LQGA), whose members are any interested citizens or officials. The LQGA could be used as an avenue to educate the public on various planning issues and proposals. It would provide an excellent communication link between all local officials and citizens. A trust-building process would be facilitated between all government agencies and citizens alike. Input on growth-related regulations could be promoted and coordinated through the LQGA. In all, the theory of "everyone has something to offer" would be put into practice through the LQGA.

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Parallel Processes

While the LQGA is continuing the process of broad public education regarding growth issues and serving as an avenue of citizen participation in the growth management process, other information not currently available should be collected. Technical studies and Geographic Information System (GIS) work (soils inventory, resource inventory, etc.) can be ongoing. State-of-the-art planning alternatives should be explored as well.

In that it is a pressing issue, work should immediately begin on a community facilities and services analysis for Leelanau County. While this type of process will certainly be a part of the base studies undertaken to provide the needed factual base for the growth management plan, timing is critical as major capital commitments are currently under active consideration. Tax dollars are being collected annually in 1990 and 1991 for structural construction and maintenance purposes by county government. This process has currently been placed in a "moratorium status" pending completion of a comprehensive county facility strategy by the county planning department. The overall analysis should include a feasibility study of the location of the county seat.

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Chapter Five

CONCLUSION

Throughout the State and certainly in Leelanau County, local units of government are beginning to recognize the difficulty of "planning alone". The work alone is very tedious. The price of marginal planning practices has risen significantly in recent years as evidenced by court rulings against local governments. There is much to be gained by combining similar public programs, not the least of which includes resource sharing and non-duplication of effort.

Over 1,500,000 local tax dollars were spent on attempts to manage growth in Leelanau County during the decade of the 1980's. The end result is sixteen (16) individual planning and development control efforts in the State's second smallest county. The principal result has been an acceleration in fragmented development which is straining the County's quality of life.

It is the conclusion of the CAC that the fragmented planning and development effort has not worked and must be overhauled for the sake of present and future generations. A unified effort reflecting on the County as a geographic area - not solely as a unit of government - must be initiated. The effort must be broad-based and internalized by the citizenry. A shared vision of the future must be the basis of growth policies. Only then will the planning process achieve maximum public support and benefit.

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Conclusions of the CAC

Based on the various public participation events held throughout Leelanau County since January 1, 1990, the Citizen Advisory Committee has drawn the following general conclusions regarding growth in Leelanau County.

1. Most Leelanau County citizens from all walks of life, public and private, feel that Leelanau County is changing as a result of growth.

2. Although growth related changes are widespread geographically and uneven in impact, definable areas in the county are under perceptibly greater development pressure, i.e. a) unique natural features/water frontage, view amenity areas, etc. b) arterial transportation corridors c) areas proximate to Traverse City.

3. Many problems are perceived to be associated with this new growth and the problem areas can be identified both geographically and functionally.

Most Leelanau County citizens from all walks of life, public and private, feel that Leelanau County is changing as a result of growth.

4. The causes of many of the perceived problems are identifiable. Some of the problems are susceptible to local initiatives directed at the underlying causes. Other problems have causes beyond the borders of the County of Leelanau and thus, only the local manifestations of the problem, i.e.: symptoms, can be dealt with locally.

5. Many county citizens and property owners are highly concerned about the problems they perceive to be associated with changes in the county as a result of growth.

6. Opportunity exists for sound, carefully designed growth management initiatives by local government in

Leelanau County. Care and caution must be exercised in such initiatives, as by most indicators local government (County, Townships, Villages) performance to date is not impressive. The credibility of local governments as growth managers is an issue. Diverse viewpoints, powerful market forces and a history of functionally/legally fragmented efforts mitigate against the creation and sustained implementation of independent growth management approaches and in favor of an integrated, coherent approach.

Care and caution must be exercised in such initiatives, as by most indicators local government (County, Townships, Villages) performance to date is not impressive. The credibility of local governments as growth managers is an issue.

7. In all probability the only factor which can guarantee the long term success of a growth management policy is a well informed and highly activist citizenry which demands nothing less of its local officials.

In addition, the Citizen Advisory Committee evaluated several functional areas of planning and has drawn the following conclusions:

Economic Base

Everyone wants good jobs and a large tax base but no one wants to pay for growth or reduce the county's quality of life.

Transportation

Vehicular and non-vehicular traffic on county roads and state trunklines has placed great demand on the county's transportation system. Development of an organized road system offering several alternative routes and funds dedicated to solving problems associated with increased traffic are necessary.

Natural Resources

There is pressure from many sources to make personal use of the natural resources of the county. Controls

designed to protect and preserve the natural beauty of the area are needed.

Solid Waste Management

Decreasing landfill space and contamination of ground-water will require more careful use of potentially hazardous materials, better solid waste disposal methods, and stricter controls.

Water and Waste Water

There is an abundance of generally very high quality surface water in Leelanau County. Surface water is very susceptible to contamination from many sources. An organized approach to waste water, surface water, and ground water management is necessary if high water quality is to be maintained.

Community Facilities and Services

There is an increasing need for more health services, housing, community transportation, and better/larger community facilities.

Intergovernmental Relations

Increased communication between local, state and federal governments is, of course, important. However, increased communication efforts between local governments of Leelanau County is imperative to a unified planning program.

In all probability the only factor which can guarantee the long term success of a growth management policy is a well informed and highly activist citizenry which demands nothing less of its local officials.

Recreation

Substantial increases in recreational tourism will become a serious problem if not addressed by local government. Resorts and other "private" recreation facilities should not be allowed to overtake public recreational alternatives.

Housing Trends

Increased demand for housing and the impact of growth on housing threatens the County's quality of life. Generally, there is little control/direction in the area of residential development. Steps need to be taken to assure the County has a mix of housing to suit the needs of the citizens.

Land Use Planning / Regulation

Current land use planning and regulation efforts do not adequately manage the growth problems the county is experiencing.

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Chapter Six

ACTION RECOMMENDATIONS

1. Forward Working Paper Number 4 to all elected and appointed planning officials in Leelanau County.

Announce the availability of Working Paper Number 4 in the Leelanau Enterprise and Tribune encouraging public dissemination of the final recommendations of the CAC.

2. Begin work on a unified physical County comprehensive land use plan based on the characteristics of a policies plan, strategic plan and growth management plan.

Work toward establishing a common vision of Leelanau County's future.

Encourage active township/village planning commission, township board and village council participation in the project.

3. Promote growth management in the County in terms of the County as a geographic unit, not simply as a governmental unit.

Identify municipal governments as "members" of a larger county-wide "community".

Establish a partnership between the municipalities and the County government promoting cooperative growth management strategies.

4. Invite, encourage and promote participation of county, township and village officials in the county-wide growth management planning process.

Present information similar to that offered to the CAC explaining the differences between traditional planning and the process proposed by the CAC.

Prepare a common presentation for all municipalities.

All meetings will be joint sessions of the appointed planning commission and elected board/council.

CAC members will be invited to present portions of information provided to the officials.

Present municipal officials with evidence indicating the economic feasibility and desirability of a common growth management plan for the entire County.

Present advantages of a cooperative effort in terms of resource sharing, creation of a common data bank, etc.

Present advantages of using County staff for technical assistance, consensus building, meeting facilitation, etc., defining the abilities of County staff in some detail.

Review the cost of planning in the '80's with local municipalities, emphasizing the CAC's findings of benefit relative to working together versus attempting to "plan alone".

Establish a strong communication link between the county, township and village governments.

Revisit Working Papers 1 through 4 with municipal officials, specifically noting the public opinion regarding a unified approach to planning.

5. Suggest townships and villages who are creating or updating their individual master/comprehensive plans work with the county planning department to mesh such plans with the county-wide growth management planning project as it progresses.

Encourage local government to take advantage of the development of the geographic county plan.

Duplication of effort is avoided, especially where data collection is concerned.

Unnecessary expenditure of tax dollars is avoided.

6. Immediately establish the Leelanau Quality Growth Alliance (LQGA).

Open membership to all who wish to participate on a regular basis.

Specifically invite all government officials in the County to participate.

Specifically invite the participation of all known interest groups, promoting their participation in the planning process.

Recognize the importance of interest groups to the planning process.

Work to change the dynamics of "interest groups versus government" to "we're all in this together".

Hold issue forums, through the LQGA, dedicated to single growth-related issues (i.e. subdivision controls, etc.)

Facilitate an informed general membership which recommends appropriate courses of action.

Choose topics of interest to municipal governments, topics that can provide a catalyst for future LQGA sessions.

Invite "expert" presentations on each topic covered.

7. Through the annual budget processes, encourage county, township and village officials to publicly commit additional resources to the program, and seek where possible and relevant, outside funding assistance.

Review with the Boards/Councils their adopted goals and objectives for Fiscal Year 1991.

Demonstrate this project's compliance with the stated goals and objectives of the governing bodies.

Invite the Boards/Council to participate in any/all programs presented to other local officials, encouraging an exchange of ideas among officials.

Consider the feasibility of local government financial contributions to sustain the county-wide community planning effort, thus reducing the impact of fragmented planning and land use controls.

Revisit Working Papers 1 through 4 with the Boards/Councils, specifically noting the public opinion regarding a unified approach to planning.

Where possible and relevant, seek outside funding assistance from both public and private sources for the growth management planning program.

8. Aggressively support the efforts of the Intergovernmental Growth Management Consortium in its efforts to pass new legislation to allow use of many growth management tools not presently available to Michigan communities.

Establish Leelanau County as a member of the Consortium.

Encourage municipal governments of Leelanau County to participate in the Consortium's efforts.

9. Begin work that can be undertaken simultaneously with the work of the LQGA.

Consider the scope of data needed to make intelligent growth management decisions.

Consider contract(s) with outside consultant(s) for completion of various technical studies necessary to a proper plan.

10. Explore other structural concepts in governing growth management programs such as regional planning, county government reorganization, metropolitan council, etc.

Continue general public education efforts.

Continue to prepare news releases telling of progress on the growth management plan.

Prepare informational brochures for public dissemination.

Provide "informational advertisements" in local newspapers.

FOOTNOTES

¹ Marilyn Spigel Schultz and Vivian Loeb Kasen, Encyclopedia of Community Planning and Environmental Management, Facts on File Publications, 1984 page 305

² Intergovernmental Growth Management Consortium, Existing Growth Management Techniques and Proposed Legislation for Michigan, May, 1990 pg.1-1

³ John M. Bryson and Robert C. Einsweiler, Strategic Planning: Threats and Opportunities for Planners, APA Planners Press, 1988 page 1

⁴ a. Leelanau County Growth Management Forums: Growth Management Plan Working Paper # 1 (March 28, 1990), compiled and prepared by the Leelanau County Planning Department, states on pages 27 and 28:

"Those participating in the forums identified local government as a cause of Leelanau's growth problems. Generally, one may think of local government as a "scapegoat" for many problems, but detailed analysis of the responses indicate there is some merit to this conclusion in the eyes of forum participants.

Most comments in this area centered on local government's perceived inability to deal with growth issues. Inadequate and inconsistent zoning and zoning enforcement were consistently listed as major concerns. Lack of coordination in planning and zoning efforts and lack of county-wide goals and policies, especially where water quality is concerned, were cited as well. Waiting until problems "appeared" and crisis management were also major criticisms of local government. This was tied to the local government's lack of understanding of how development occurs [at the forum where the general public was the target audience].

Other local government issues included duplication of effort, uncertainty of roles, and state statute limitations."

b. A Survey of Residents Concerning Issues Relating to Long - Range Planning in Leelanau County: Growth Management Plan Working Paper # 2 (May, 1990), prepared by Anderson, Niebuhr and Associates, Inc., states on page 20:

"Over two-thirds of the residents surveyed feel that coordinated planning efforts are very important (69%)..."

c. A Survey of Local Officials Concerning Issues Relating to Long - Range Planning in Leelanau County: Growth Management Plan Working Paper # 3 (June, 1990), prepared by Anderson, Niebuhr and Associates, Inc., states on page 2:

"The actions local officials feel are most important for Leelanau County to take are: coordinating planning efforts between the County, Township and Village governments..."

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